REPORT RESUMES

ED 010 899 CG 000 026

A HANDBOOK FOR ADMINISTRATORS, TEACHERS, COUNSELORS AND PARENTS WHO ARE INTERESTED IN PLANNING AND ORGANIZING AN ELEMENTARY GUIDANCE PROGRAM.

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PUB DATE 65

EDRS PRICE MF-$0.18 HC-$3.16 79P.

DESCRIPTORS- *ELEMENTARY SCHOOL COUNSELING, GUIDANCE SERVICES, GUIDANCE FACILITIES, GUIDANCE PERSONNEL, *GUIDANCE PROGRAMS, PROGRAM ADMINISTRATION, *PROGRAM PLANNING, ATLANTA

THIS HANDBOOK DESCRIBES THE BASIC PRINCIPLES AND METHODS OF ORGANIZATION AND PLANNING WHICH MAY BE USED BY A STAFF WHEN INITIATING A GUIDANCE PROGRAM IN THE ELEMENTARY SCHOOLS. THE NEED FOR GUIDANCE AT THE ELEMENTARY SCHOOL LEVEL IS CONSIDERED FROM THE STANDPOINT OF THE CHILD, THE PARENTS, THE PRINCIPAL, AND THE TEACHERS. BASIC OBJECTIVES WHICH MEET THESE NEEDS ARE PRESENTED, AND THE ESTABLISHMENT OF SERVICES TO ACHIEVE STATED GOALS ARE DISCUSSED. THE ROLE AND FUNCTION OF INVOLVED PERSONNEL ARE PRESENTED ALONG WITH SUGGESTIONS FOR FACILITIES AND BUDGETARY RECOMMENDATIONS. A COMPREHENSIVE BIBLIOGRAPHY RELATED TO THE RATIONALE FOR AND ORGANIZATION OF AN ELEMENTARY GUIDANCE PROGRAM IS INCLUDED. (RM)

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A HANDBOOK FOR ADMINISTRATORS, TEACHERS, COUNSELORS AND PARENTS WHO ARE INTERESTED IN PLANNING AND ORGANIZING AN ELEMENTARY GUIDANCE PROGRAM

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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This handbook was prepared by Marguerite R. Ford of Valdosta, Georgia. Miss Ford graciously agreed for this handbook to be released as a supplementary guide and information to those planning, organizing and implementing elementary school guidance programs.

Guidance, Counseling and Testing Services
Georgia State Department of Education

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FOREWORD

During the past year the writer has been a member and chairman of a guidance committee which had as one of its objectives the planning and organizing of an elementary guidance program in a school system.

It was announced by the Georgia Department of Education that school systems could submit applications for the establishment of pilot programs in elementary guidance. In order to qualify within the deadline, it was necessary for the committee to move rapidly in some areas, which under other circumstances, might have taken longer and been accomplished more thoroughly.

Excellent assistance was given to the guidance committee in planning and organizing the program by the State Consultant for Guidance and Testing Services, Mrs. Edna Tolbert, and Dr. Emeliza Swain, Associate Professor of the College of Education, University of Georgia, who served as a consultant in an in-service guidance program.

The need was felt on the part of all concerned for a guide which would set forth the basic principles and describe the methods as well as define the roles of persons responsible for the evolvement and administration of the elementary guidance program. This paper is an attempt to present some promising ideas which might be of value to administrators, teachers, counselors, parents, and others engaged in the planning and organizing of an elementary guidance program.

CHAPTER I

INTRODUCTION

Guidance programs in the elementary schools are realities today. The major aim of this writer is to describe the planning and methods of organization which may be considered by a staff planning to establish a guidance program in elementary schools.

Any system contemplating such a program should review carefully the distinctive feature of programs which have been in operation long enough to advise other systems to avoid certain pitfalls and to include essential features. Hyrum M. Smith, Chief of Guidance Procedures and Techniques Section of the United States Department of Health, Education, and Welfare Office of Education, recommends the following school systems as having excellent elementary school guidance programs: Baltimore County, Maryland; Philadelphia, Pennsylvania; Westport, Connecticut; Phoenix, Arizona; and New York City. Besides having an outstanding program, New York City publishes an elementary school guidance handbook.[1]

A bulletin which any system considering a guidance program in elementary school would find applicable is, "Guidance for Children in Elementary Schools," written by Hyrum M. Smith and Louise O. Eckerson. According to these authors,

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[1] Personal Letter. Hyrum M. Smith, Chief of Guidance Procedures and Techniques Section of the United States Department of Health, Education, and Welfare Office of Education. Washington, D. C., May 11, 1965.

Directors of Guidance were asked to name outstanding guidance programs in elementary schools within their states and persons in charge of them. What follows is abstracted or quoted from materials supplied by these directors. The practices figure prominiently among 24 elementary school programs in 10 states.[2]

Anna Meeks, in her report entitled "Comprehensive Programs in Elementary School Guidance," presented at the American Personnel and Guidance Association 1963 Convention in Boston, states:

> The writer has had communication with at least 30 organized programs of elementary school guidance in 15 states and the District of Columbia, including Hawaii. These programs are in all stages of development, but all are working to enhance the teacher's effort to provide the best possible learning situation for each individual child. Many of these programs cannot be considered comprehensive. Rather they are developing one or more aspects of the guidance program; but as they grow, they will undoubtedly expand their services into more comprehensive programs. Certainly the fine efforts directed toward better methods for identifying individual differences will result in such meaningful data that services will of necessity be expanded and strengthened. Where school systems are emphasizing the improvement of the classroom climate we can expect a natural growth in breadth and depth of guidance services. Programs are being developed in single schools, in townships and districts, in counties and even state-wide. In such states as Missouri, Oregon and Maryland, among others, there is evidence of state leadership with state departments of education, universities and local school systems cooperating to promote the development of state-wide programs in elementary guidance.[3]

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[2] Hyrum M. Smith and Louise O. Eckerson, "Guidance for Children in Elementary Schools," Washington, D. C., United States Department of Health, Education, and Welfare, 1963,P. 5.

[3] Anna R. Meeks, "Comprehensive Programs in Elementary School Guidance," at American Personnel and Guidance Association Convention Meeting, Boston, 1963.

Recommended also for any group contemplating a guidance program at the elementary level are two publications: Guidance in the Elementary Schools: Principles and Practices by Harold F. Cottingham[4] and Guidance in the Elementary School by Ruth Martinson and Harry Smallenburg.[5] The practices described by Cottingham were chosen from the contributions of more than 250 elementary teachers or principals representing 45 states and the examples selected for publication represent over 180 of the best procedures submitted. Martinson and Smallenburg's book presents guidance at the elementary school level as an organized program of activities that will benefit every school child. It would benefit any staff before making any definite plans for an elementary guidance program to review the article "Elementary Guidance: Some Critical Issues" written by James J. Muro and Merritt C. Oelke. They state that a recent (1959) study conducted by the National Education Association indicates that a rapid period of growth in the elementary guidance area is currently taking place in the nation's schools. In districts with populations of 500,000 and over, 61.5 per cent reported having limited counseling services in their elementary schools and 29.6 per cent of this number reported that they were considering expansion of these services.[6]

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[4] Harold F. Cottingham, Guidance in the Elementary Schools: Principles and Practices (Bloomington, Illinois: McKnight & McKnight Publishing Company, 1956).

[5] Ruth Martinson and Harry Smallenburg, Guidance in Elementary Schools (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1958).

This gives promise of some developing trends and should encourage school systems to investigate all possibilities of such a program in a desire to give their pupils the greatest benefits. The Department of Education for the State of Georgia, considering guidance basic to education and desiring to assist school personnel do a good job in this area, has published a series of booklets which have been prepared by Dr. William Hitchcock. Especially valuable to any staff considering a guidance program in elementary school are: "Guidance: Functions and Services"; "The Principal and the Guidance Program"; "The Classroom Teacher and Guidance"; and "Organized Guidance Programs".[7]

Some programs reviewed are largely new and represent pioneer thinking in education while a few are in school systems which have elementary school guidance services that have been evolving for several decades. A word of caution--there is no need for standardization. Each school system, after determining whether it would benefit from guidance services in the elementary school, should determine its own needs after giving careful consideration to its findings.

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[6] James J. Muro and Merritt C. Oelke, "Elementary Guidance: Some Critical Issues." Georgia Education Association Journal. December, 1964, p. 12-13.

[7] William L. Hitchcock, Guidance for Georgia Schools (Atlanta, Ga.: Georgia State Department of Education, April, 1962).

This paper represents the planning for a guidance program for elementary schools in one system, after considering the best of many common and distinctive features of existing programs, with the hope that this report may encourage other communities to follow or experiment with new approaches to guidance.

Because guidance as a word has gained popularity and bears more than one meaning, there has been considerable confusion about what is meant by the guidance program. Good guidance and sound curriculum are very closely related with little likelihood that either will function successfully without the other.

Traxler defines guidance as:

> Ideally conceived, guidance enables each individual to understand his abilities, interests and personality traits to develop them as well as possible to relate them to his life goals and finally to reach a state of complete and mature self-guidance as a desirable citizen of a democratic social order.[8]

In a more restricted sense, guidance refers to specific techniques and devices practiced by teachers, guidance counselors, members of the administrative staff and by specialists to assist each child in his adjustment to himself, to his school, to his family and to his peers.

Relatively recently has come the realization that guidance if it is to be fully effective, must start in the educational process as early as the kindergarten years. The program of kindergarten and elementary school guidance has not yet been developed to the same extent as have the junior and senior high level and now the passage of the 1964 revision of NDEA makes possible support for elementary school guidance programs. To keen interest exhibited in this area by school personnel is, however, encouraging to its rapid growth.

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[8] Arthur E. Traxler, Techniques of Guidance (New York: Harper & Brothers, Publishers, 1945), p.2.

The casual reader of the professional literature in guidance is sometimes prone to underestimate the weight of evidence supporting an organized group of service for all pupils. At a later date the same reader is shocked into confusion by the old question, "Why are such services needed today, if we didn't need them 50 years ago?" The careful reader will have an answer that usually satisfies the individual making the inquiry. It might be well to review the major conditions that have given rise to the need for guidance services at the elementary school level before any staff contemplates such a program.

CHAPTER II

A STUDY OF GUIDANCE NEEDS AT THE ELEMENTARY SCHOOL LEVEL

The need for guidance services in the elementary school has recently been advocated by educational leaders. After an extensive survey, James B. Conant[1] recommends that in a satisfactory school system the counseling should start in the elementary school. Conant's conclusions along with the findings of the White House Conference on Children and Youth calls for measures to an early foundation for retention of students in school and for occupational orientation. An elementary guidance program encompasses these goals.

Professional and lay organizations have spoken out recently on the urgency for guidance services for all children beginning in kindergarten and extending through school. From a purely mercenary viewpoint, they say that elementary school guidance promises to pay off in large figures. Considering the astronomical sums of money that go toward caring for emotionally disturbed patients, apprehending and imprisoning criminals, and providing for the delinquent, indigent, and unemployed, even an ounce of prevention through early and continuous guidance seems to warrant an investment.

FROM THE STANDPOINT OF THE CHILD

In today's world of sweeping social change, population mobility, overpopulation, greater advancing knowledge and increasing automation, the individual may find himself lose unless his uniqueness is protected. Writing in Guidance in the Elementary School, Louise Eckerson and Hyrum Smith say:

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[1] James B. Conant, The American High School Today (New York: McGraw-Hill Book Company, Inc., 1959), p.44.

> If children are to compete successfully, adjust comfortably to demands made on them and maintain their balances and equanimity under a bombardment of new pressures--they must be prepared now. It is the responsibility of the school to prepare them.[2]

The guidance process centers primarily around adjustment experiences and problems of the individual child. If functional guidance reaches each child, either as a member of a group or individually. Essentially children in elementary school have basic needs which can be grouped into three areas: (1) understanding and acceptance of self, (2) adequate relations to other human beings, and (3) successful experiences in relation to the educational program.

Another factor contributing to the current emphasis upon guidance in the elementary school is the realization that each pupil needs help from time to time in the process of his growth and development. William B. Royster[3] believes that classroom teachers, principals and other elementary school personnel are recognizing that they need the services of specially trained guidance specialists to assist them in meeting the needs of pupils. There is a growing realization that the elementary teacher, however competent, cannot be all things to all students. Excellent classroom management and teaching are not enough.

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[2] Louise O. Eckerson and Hyrum M. Smith, "Guidance in the Elementary School," School Life 44:13, May, 1962.

[3] William B. Royster, "Guidance in the Elementary School," The National Elementary Principal (April, 1964), p.7.

A child's image of himself is developed in his early years in elementary school and is the most important factor in determining his future success. The sooner a child with a handicap--emotional, social, mental, or physical--is identified, the sooner he can overcome it, learn to compensate for it, or learn to live with it. But he cannot learn alone. Without the help of some understanding adult, his handicap sets him apart and interferes with his school work. Parents and teachers need assistance in understanding and aiding children when they show the first sign of needing help.

School records show that many of the disconcerting problems of the junior high pupil, the senior high student, the young adult, and the older adult can be traced to educational, emotional, or other types of difficulties which the individual encountered at the elementary school level, and which should have been identified.

In a report summarizing twenty-eight different studies of California school dropouts and graduates, a basic recommendation was that "identification of potential dropouts should begin in the elementary grades.[4] Early diagnosis of potential dropout, prevention of learning disabilities, and the early diagnosis of emotional disorders have been stressed by psychologists and educators. In many cases, these difficulties could have been overcome or at least alleviated through an effective elementary guidance program.

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[4] Harry Smallenburg, "Studying the Elementary Guidance Program," The National Elementary Principal (April, 1964), p. 15.

Counseling is valuable in the developmental process of all children. The various daily conflicts, questions and pressures inherent in the total environment are constantly in need of resolution. Counseling, therefore, does not limit itself to the exceptional or aggravated problem but constitutes a vital adjunct to the educational process of all children. The variety of problems is boundless, yet all are intricately tied in with the child's academic and personal success. Learning does not take place in isolation from a child's total orientation. Counseling attempts to strengthen this orientation through better self-understanding and self-direction.

FROM THE STANDPOINT OF PARENTS

The identification of actual needs for services should be a basic factor in any consideration of elementary school guidance. It is important to consider the need for elementary school guidance from the standpoint of the person who is closest to the child--the parents.

Why do parents of elementary school children need the services of guidance personnel? Some of the answers are furnished by modern society. Children no longer live in close family units. Their world is becoming increasingly urban and anonymous. The increase in working mothers has led to less supervision within the home.

Parental concern to "do the right thing" has been accompanied by uncertainties about what the "right thing" actually is. Ruth Martinson and Harry Smallenburg maintain that the guidance person, working with parents in study groups, can do much to help them in their search for wholesome approaches to the business of proper upbringing for their children.[5]

With parents the counselor in the elementary school is a resource person. School policy, procedure and instructional methods sometimes cause parents concern. Solutions are found through the counseling process, information giving or referral to another resource. Individually or in groups, the counselor informs parents of the child s next educational step. Parents are often asked to come together in smaller groups when there is a common problem.

There may be occasions when a parent may wish to confer with someone who is not in direct contact with their children and with whom their child's future relationships within the school may not suffer. Having a person with whom they can discuss their child's adjustment can be an additional source of satisfaction.

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[5] Ruth Martinson and Harry Smallenburg, Guidance in the Elementary Schools (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1958), p.167.

FROM THE STANDPOINT OF THE PRINCIPAL

The school administrator is a busy person and his responsibilities are great. He is the chief officer in the school, but this does not mean that he does all the work, or should be responsible for all decisions and planning. In most cases, the principal relies upon a resource person who has specialized in a given field as he has in his. In any field, the wise person realizes his skills and limitations, and uses any resource that can be of aid to him and his teachers.

In working with individual children, the principal has a great deal to offer. Many times, according to Martinson and Smallenburg, he is able to make suggestions to teachers regarding the needs of children whom he has come to know well. At other times, he is able to rely upon the guidance person to work with him to interpret the needs of children with more involved problems than the ordinary. The work in case conferences provided opportunity for in-service study on the part of all, including the principal and the guidance worker.

At other times, the contact of the administrator with children in a true guidance capacity is difficult, since situations arise in which he is called upon to perform on a disciplinary plane. This fact, plus the lack of time in his schedule, often makes it difficult for him to attain a permissive accepting relationship with a child.

To a conscientious principal, the availability of a guidance specialist is a great boon.

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[6] Ibid., p.169

FROM THE STANDPOINT OF THE TEACHER

The question from the standpoint of the teacher is to what extent she should have reinforcement. The modern teacher frequently has had enough training so that she is sensitive to special needs, but being sensitive is not enough. Unless the teacher knows that someone is available to apply special skills in assisting her to work through a problem, it can be extremely frustrating. The entire field of home-school communication is an example of one in which the teacher often seeks help.

Good teachers throughout the history of education have served as guides and counselors to their pupils. The guidance provided by these master teachers, however, was based upon personal concern and interest rather than upon study and knowledge gained through modern guidance techniques.

The business of studying children according to Anna M. Schone,[7] has become more technical as psychology has yielded increased knowledge of child behavior, individually and in groups, as the testing of young children becomes widespread, as the need for early identification of potential lack of it becomes more apparent, and as research indicated that the problem of under-achieving can be detected very early. Recording of various areas of information on detailed cumulative records now necessities more time and skill. For these reasons, it seems apparent that the elementary school counselor can offer valuable assistance to the classroom teacher.

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[7] Anna M. Schone, "The Need for Guidance in Elementary Schools," at American Personnel and Guidance Association Convention, Chicago, Illinois, April 16-19, 1962.

Understanding children is basic to the total instructional program. The 1960 White House Conference on Children and Youth recommended that all schools make available to children experiences that would stimulate each pupil to develop his potential to the fullest and to meet his intellectual, vocational, physical, social and emotional needs as an individual, as an American citizen, and as a member of the world community. Elementary school have, for many years, worked toward assuming their role in this broad development of boys and girls. Recently, within the past decade, they have moved even closer to the fulfillment of this role through curriculum development, team teaching, newer grouping methods, remedial programs and closer relationships with the family and the community. In the process, administrators and teachers have become aware of the fact that the best in curriculum, grouping, remedial work, etc., is based on their understanding of each pupil.

Research, developments in psychology, and the increased use of tests have made the work of studying children a much more technical job. The identification of actual needs for services should be a basic factor in any consideration of elementary school guidance. It must be asked whether there are some pupil needs which are not being met and which might be met by a person with special training in guidance.

The formal guidance program at the elementary school level is predicated on the theory that the teacher is in the best position to help the child, even though that help may sometimes take the form of a referral rather than a direct solution to a problem. No teacher is expected to find the time to provide unlimited assistance to each of her children. What is needed appears to be a specialized person who will help teachers with the everyday problems of school adjustment encountered by all children and who will also be of assistance in the referral of pupils who need special help.

Guidance programs in the elementary school are increasing because they provide assistance to the modern child-centered program. Their role is that of support and resource. They contribute to the understanding of all children's needs and growth variations by parents, principals, and teachers.

CHAPTER III

THE DEVELOPMENT OF OBJECTIVES WHICH MEET THE IDENTIFIED NEEDS

A necessary first step in the development of a new program, or in the evaluation and improvement of an on-going program maintains Dr. William L. Hitchcock,[1] is the understanding and agreement among all concerned regarding the basic functions and goals of the program.

ADMINISTRATIVE SUPPORT OF THE PROGRAM

When the need for elementary school guidance services has been established, basic objectives of the guidance program in elementary schools should be formulated. These objectives should take into account the characteristics and needs of the students. They should be consistent with the objectives of the school as a whole.

Careful planning in the initial stages can do much to secure the success of a guidance program in the elementary school. When the need for such services has been determined, the members of a school faculty may ask themselves, "Does the program have administrative support?"

Not infrequently members of a school staff who are conscious of the needs for counseling will become imbued with enthusiasm for a program of guidance services. In their impatience to see some constructive steps undertaken, they may rush into a hastily conceived plan that is tried out with administrative consent, but without the wholehearted approval and strong support of the administration. Greater eventual progress may be made by concentrating in the beginning upon the enlistment of unquestioned administrative support. Among the reasons why there must be full administrative interest in the program from its early stages is the very practical one that new guidance services involve a new financial committment and that the program requires complete support from the school head in budgetary planning, if it is ever to be more than a paper program and an expression of good intentions.

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[1] William L. Hitchcock, Guidance for Georgia Schools: Guidance and the Functions of Guidance (Atlanta, Georgia: Georgia State Department of Education, April, 1962), p.2-3

In some schools the head of the schools is strongly in favor of undertaking guidance services, but his faculty is not ready for this step. Does the faculty understand and have they accepted the concept of individualized education, so far as it is possible to individualize instruction under the group conditions of the classroom? If not, it is going to be difficult to lead them to an understanding of what the purposes of a guidance program are. If so, they are already engaged in some aspects of guidance and the main problem is one then of setting objectives, organizing the program and developing the skills and techniques.

BASIC OBJECTIVES OF AN ELEMENTARY GUIDANCE PROGRAM

The objectives of a good elementary guidance program should include: early identification of each child's intellectual and personal characteristics, early diagnosis and prevention or corrective action on any learning and personality problems; and the maximum development of the child's academic and creative growth.

In each program in Michigan there appears to be concern for the individual "normal child". None direct their services toward the curative process. Emphasis is, and should be, upon early identification of incipient behavior--thus, elementary school guidance is a program of prevention.[2]

According to the guidelines established for Ohio schools, elementary school guidance services are planned to accomplish the following when need exists:

1. Assist each pupil to acquire adequate and satisfying understanding of himself.
2. Assist each pupil to progress in school achievement according to his ability and to think of school as a possible experience.
3. Assist teacher and parents in clarifying the expectancies which they held for each child.
4. Assist each pupil to be accepted as a worthwhile person.
5. Assist each pupil to understand and accept responsibility for his educational activities and interpersonal relationships.
6. Identify needs of pupils which might be met by an addition to or adjustment of the school program.
7. Help teachers to identify individual differences in pupils and to become aware of common characteristics of groups of pupils.
8. Provide smooth articulation of students from one school level or program, to another.

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[2] Michigan State Curriculum Committee for Guidance, "Suggested Guidelines for Consideration of the Topic, Guidance in the Elementary School," September 24, 1964, mimeographed, Lansing, Michigan, State Department of Education, p.l.

9. Assist each pupil to obtain understanding and positive attitudes about the world of work.[3]

The concept of elementary school guidance has developed parallel to the changes which have taken place in our concept of guidance in the secondary school. Here guidance as vocational adjustment has given way to a concept of guidance which concerns itself with the objectives of self-realization, human relationship, economic efficiency and civic responsibility. It is obvious that since these are the objectives of education in a democracy they are important to elementary as well as secondary programs of guidance.

The guidance program in the public schools exists for one purpose believe Martinson and Smallenburg,[4] and that is to promote the optimal adjustment of all pupils and thereby cacilitate the teaching process. This is the primary objective which any school or school staff should keep in mind when planning for its program.

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[3] State Advisory Committee on Guidance, Guidelines: For Guidance Service Program in Oregon Elementary Schools (Salem, Oregon: The State Department of Education, July, 1963), pp. 28-29.

[4] Ruth Martinson and Harry Smallenburg, Guidance in Elementary Schools (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1958), p. 271.

CHAPTER IV

THE ESTABLISHMENT OF SERVICES TO ACHIEVE THE GOALS

Since guidance is concerned with meeting needs of all pupils, it can be structured only as a service, explains Cottingham.[1] These services then offer a concrete means of translating the objectives into actual processes which assist pupils.

Every school, regardless of size, should operate within an organizational frame work, according to Dr. William Hitchcock

> By so doing, the greatest benefits will accrue to the pupils as well as to the school staff. The size of the school would determine to a great extent the pattern to employ. The professional competencies of the present faculty would determine the tools and techniques to be employed in the program of guidance services, thus affecting the organizational pattern.[2]

Dr. Hitchcock describes five organizational plans in, Guidance of Georgia Schools; Organized Guidance Programs, and any staff contemplating a program will find one adaptable to their size school.

PLAN AND ORGANIZATION FOR GUIDANCE SERVICES

The plan and organization for guidance services in the elementary schools are not well known or widely practiced on any generally agreed basis; therefore, the staff of a school is not bound by any traditional role but is free to devise an organization to provide adequate guidance to meet the educational needs of all pupils. Any criteria for these guidance services should permit program flexibility as well as provide a broad basis for program development.

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[1] Harold F. Cottingham, Guidance in Elementary Schools: Principles and Practices (Bloomington, Illinois: McKnight & McKnight Company, 1956), p. 2.

[2] William L. Hitchcock, Guidance for Georgia Schools: Organized Guidance Programs (Atlanta, Georgia: Georgia State Department of Education, April, 1962), p. 5.

In the larger schools the administrator is too busy to work out the details of a guidance program, or to supervise a program which is already underway. This responsibility is usually delegated to someone on the staff on a full-time- or part-time basis depending upon the size of the school. Three representative types of organization for guidance are presented in chart form by the Division of Research and Guidance of the Office of Los Angeles County Superintendent of Schools. The first chart indicates a possible organization in which responsibility for guidance is centered in the counselor; the second, when responsibility is centered in the teacher; and third, when responsibility is centered in the director of guidance.[3]

The Guidance Committee approach is certainly worth considering. Guidance committees are most helpful, says Harry Smallenburg, when they represent the various competencies of the school staff, when staff members volunteer because of interest, when the committee's responsibilities and progress towards its goals are periodically evaluated, and when the committee is scheduled as an on-going professional activity within the school.[4]

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[3] Los Angeles County Superintendent of Schools, Guidance Handbook for Secondary Schools (Los Angeles, California: Test Bureau, 1948), Appendix A, Charts I-III.

It is important to emphasize the desirability of guidance programs developing from the bottom up instead of from the top down. The planning for guidance services within the administrative framework can be accomplished by the organization of such a committee. Composed of members of the school staff, this committee would be vital to a guidance program because they provide information and assistance in a concerted way to all members of the school body. They are also very important as they serve to implement guidance practices and provide information to other teachers.

Schools may select their guidance committee in various ways. Basic to the establishment of an effective guidance committee, however, is the selection of suitable members of the school staff. Although the principal is responsible for the overall guidance program of the school, it is usually the teacher-counselor or counselor who serves as chairman of this committee; at other times an elected or appointed teacher holds this position. The teacher-members of the committee may be selected to represent growth levels, grade levels, or the school at large. More important than the method of selection are the persons selected. Teachers must be able to devote time to the program, and, unfortunately, because of budgetary inadequacies, much of the time will infringe upon the teacher's leisure hours. In addition, a deep understanding of children's and teacher's needs is required to supplement training in guidance practices and techniques.

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[4] Harry Smallenburg, "Studying the Elementary Guidance Program," The National Elementary Principal, April, 1964, p.18.

Another recommendation for the planning of guidance services within the administrative framework is the initiation of an Overall Planning Committee or team composed of the Superintendent of Schools, a member of the Board of Education, a representative from the P. T. A., the principal, the counselor, visiting teacher, director of curriculum and one or more representatives from the faculty. Since the program must have financial support, it is very necessary that the Board of Education be well acquainted with the services.

If more than one elementary school is involved in guidance services, another plan would be to organize a Guidance Committee composed of all the above personnel but in addition faculty representatives to be included from each school. These could be on a rotating basis in order to give all teachers a better opportunity to assist in the program.

The primary function of the guidance committee is to formulate policies and procedures for guidance services in the elementary school. In addition, members of this group will be largely responsible for the detailed planning and programming. They may be thought of as performing a staff function within the school. That is, this committee acts as an advisory body to the principal; it also plans and operates specified guidance functions.

One of the first functions is to devise the school's plan for a total guidance program. In so doing, the committee should select the best qualified person to take the responsibility for each of the various phases of the program. The principal, of course, should assist in the planning as well as the final plan and confer frequently with members of the committee, so as to be acquainted at all times with every phase of the guidance services.

For those staff members who wish a step-by-step procedure the following is offered for their benefit:

1. Determine the need for such services by consulting with teachers, parents and the administration. This may be done through conferences, in-service programs, check lists, surveys of teachers, parents, etc., (See Chapter II.)

2. Formulate the objectives for the program in terms of the particular needs; the number of schools to be served; enrollment; and background of students. Use such methods as conferences, in-service programs, meetings, surveys, and use of State Consultants of Guidance and Testing Services. (See Chapter III)

3. Set up the form of organization that is best adapted to the school's purposes, personnel, size, financial resources, and other characteristics. (See Chapter IV.)

4. Determine precisely the functions of the guidance service program, that is what the program should be to the pupils. Use methods as in #2. (See Chapter IV)

5. Determine the roles and functions of the Superintendent of Schools, principals, visiting teachers, director of curriculum, classroom teachers, counselor, guidance agencies. (See Chapter IV)

6. Make provisions for physical facilities and set the budget. (See Chapter IV.)

7. Evaluate in terms of effectiveness of total guidance program and engage in research. (See Chapter V.)

After the guidance committee has worked out the above details it submits its recommended program and organization to the faculty and the rest of the staff for their questions and comments. Later the committee members revise these proposals in terms of faculty suggestions.

Guidance committees are concerned with helping teachers understand their children better. The typical guidance committee might work with parents in providing them with information about the guidance program; with teachers in providing information about guidance techniques at faculty meetings; with children in keeping records of individual children in relation to contacts with them; with school and community personnel, by making contacts with and referrals to specialized agencies; with the guidance coordinator or counselor, by working in cooperation with those who may suggest techniques, materials and procedures which will facilitate their work.

Early in the planning this committee should seek the assistance of the State Consultants of Guidance and Testing Services of the State Department of Education, who are well informed and qualified to offer many services. They may work with the total school staff in getting the guidance program underway and in assisting the faculty in the learning of new skills through in-service programs. Other areas in which they may assist a committee are discussed later.

No matter what type of organization is used by the staff, the functions of all these groups will be to study the guidance needs at the elementary level, to develop goals or objectives which meet the identified needs; to establish the services to achieve these objectives, taking care not to duplicate those activities which are appropriately assigned to and effectively performed by other functioning services or staff; and to evaluate the effects of the elementary school guidance program organization and services and report to the school's administrators and to the total profession.

Dorothy Watson, writing in The National Elementary Principal, says:

> The combined efforts of skilled, creative, and cooperative personnel in a school and in a school system can be a powerful force.[5]

Any school that provides personnel or guidance services should continuously inform all persons who come into contact with these services, either directly or indirectly. In this way, a staff builds an understanding of its guidance program. It also develops the cooperative working relationship which is so essential to the success of the program. This may be done through in-service programs, panel discussions, talks before civic clubs and P.T.A. Groups, newspaper articles, radio and TV programs, and the use of any other good public relations medium.

In planning the organization of guidance service, a staff should be on the alert for certain mistakes that can hamper or even jeopardize its guidance program. Here are some of the errors that can occur in the development of an elementary guidance program.

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[5] Dorothy Watson, "A Teacher Looks at Guidance," The Elementary Principal, April, 1964, p.40.

1. Failure to publicize the program, in the initial stages and continuously thereafter, among all those who have contact with it.
2. Imposing a fixed program, rather than a tailor-made flexible plan of services.
3. Lack of precise definition of the functions and boundaries of its services.
4. Absence of clear-cut lines of responsibility and authority.
5. Creating the impression that something new has been added-implying that no guidance has been provided heretofore.

THE GUIDANCE PROGRAM AND FUNCTIONS

In order to work effectively with any child, all who come in contact with him in his environment play an important part and are needed in carrying out effective guidance services. This fact must be understood by parents and school personnel alike.

A necessary step in the development of a new program is the understanding and agreement among all those concerned for children of the basic functions of the program or what the program will do for each child.

With these points in mind, William L. Hitchcock[6] in Guidance: Functions and Services, contends that the specific functions of a program of guidance services are: to increase the ability of the pupil to live harmoniously in his environment; to assist the total school faculty in gathering, studying, and utilizing pertinent information concerning the pupil and his opportunities; to mobilize the resources throughout the school, among the parents, and in the community as a team in the interest of pupil welfare.

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[6] William L. Hitchcock, Guidance: Functions and Services, State Department of Education, Atlanta, Georgia, April, 1962, p. 3-4.

in an address before the American Personnel and Guidance association in Boston in 1963, Anna R. Meeks[7] said that the functions of the elementary guidance program were to include provisions for adequate identification of individual differences and needs in children; counseling services; conferences with parents and teachers; placement; articulation; follow up; and research.

In Oregon's[8] elementary schools the organized guidance program has five functions: that of orienting the child to school facilities and practices, assembling and recording data about the child which will be valuable for intelligent program development; providing and interpreting information to the pupil, the teacher, to parents, and to the community; counseling in which the counselor helps the pupil to understand and cope with his problem; and placement, which involves the pupil in a situation which will be as nearly optimum as possible. This latter includes placement in the proper level of instruction as well as special kinds of groups of situation.

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[7] Anna R. Meeks, Address: "Comprehensive Programs in Elementary School Guidance," at American Personnel and Guidance Association Convention Meeting, Boston, 1963.

[8] State Advisory Committee on Guidance, "Guideline: For Guidance Service Programs in Oregon Elementary Schools" (Salem, Oregon: The State Department of Education, July, 1963), pp. 7-10.

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The focal point must be the pupils and what the program should do for them. All of these services mentioned are primarily aimed for their welfare. However, the values which the children receive from adequate services are also felt by the parents, the faculty and the community in which they live.

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[7] Anna R. Meeks, Address: "Comprehensive Programs in Elementary School Guidance."at American Personnel and Guidance Association Convention Meeting, Boston, 1963.

[8] State Advisory Committee on Guidance, "Guideline: For Guidance Service Programs in Oregon Elementary Schools" (Salem, Oregon: The State Department of Education, July, 1963) p. 7-10.

PART-TIME COUNSELOR OR FULL-TIME COUNSELOR

At this point in the developmental process it must be determined whether to have full time counseling or teacher-counselors who teach part-time and counsel part-time. Johnson, Steffire and Edelfelt advocate both in appropriate settings.

> It is not always a matter of choice for a school system. More frequently, and often more logically, it is a matter of starting with the part-time counselor and proceeding by stages toward employing full-time counselors.[9]

The full-time counselor, who devotes the entire day to counseling and related activities, is found most frequently in the larger schools, although smaller schools are showing a definite trend toward the full-time counselor or larger blocks of released time for teacher-counselors. This in no small way, can be attributed to the recent impetus which has been given to encouraging the establishment of sound, organized guidance programs by the Conant[10] report, improved and more rigorous certification requirements for counselors and acceptable guidance programs, and, quite significantly, the impact of Title V of the 1958 National Defense Education Ace. In these and in the recommendations of most counselor educators and professional organizations, such as the American School Counselor Association and other divisions of the American Personnel and Guidance Association, provision of at least half-time or more for counseling is encouraged.

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[9] Walter P. Johnson, and others, Pupil Personnel and Guidance Services (New York: McGraw-Hill Book Company, Inc., 1961), p.200.

[10] James B. Conant, The American High School Today (New York: McGraw-Hill Book Company, Inc., 1959).

Although no standards have appeared yet in literature, it would seem possible to work out a reasonable ratio of elementary school counselors to pupils. One elementary school counselor's full time services could be justified in an elementary school of 500 pupils. Anna R. Meeks[11] speaking at the American Personnel and Guidance Association Convention in Denver in 1961 said,

> One counselor per five hundred pupils is a maximum pupil-counselor ratio, if the counselor is to find time for research. It is also imperative that the counselor be a twelve month employee, if he is to make a study of all pupils entering the first grade.

The widely recommended counselor-pupil ratio is 1:250 or 1:300 in the Baltimore Public Schools,[12] which might make developmentally oriented individual counseling with all pupils a reasonable expectation.

As a guide, the ratio should depend upon the competence of the counselor and the teaching staff, but it is recommended that not more than 500 pupils be served by one full-time counselor or equivalent.

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[11] Anna R. Meeks, Address: "Scope of Elementary Guidance in the 1961-1970 Decade," at American Personnel and Guidance Association Convention, Denver, Colorado, 1961, p. 5.

[12] Department of Education, Guidance in the Baltimore Public Schools: A Study of the Program and Suggestions for Its Improvement, State Department of Education, Baltimore, Maryland, August 1, 1963, p. 28.

PERSONNEL INVOLVED: ROLE AND FUNCTION

Each person directly concerned with the child has an important role to play in the guidance program and the establishment of appropriate guidance practices. One individual or group is primarily responsible for the establishment of policy and procedures and for administration; another for the carrying out of such policy; another for providing the progression of day-to-day activities which help a child develop and make adjustments; and another individual or group may provide the specialized assistance which the child with difficulties may require.

Superintendent of Schools. The responsibility for the guidance program rests with the Superintendent of Schools, who, jointly with the Curriculum Director and the Guidance Committee, defines policy, disseminates information, initiates experimental projects, and coordinates the activities of the special workers within his area. The Superintendent also acts as a resource person whose knowledge of the school system as a whole provides him with information valuable to a successful well-coordinated elementary guidance program. He would provide that information germane to the elementary school guidance program. His service in a public relations role and as liason officer would be invaluable.

One of the chief functions of the Superintendent is to assist the school staff in planning a sound guidance program and in organizing the essential services. It is his responsibility to hire competend and professionally qualified personnel who will work as members of a team to promote the growth of the guidance services.

Cottingham says of the role of the Superintendent of Schools:

> His moral support to those in leadership positions is another obligation of the administrator. In addition, the guidance services need physical space, equipment, and supplies, all of which must be considered in the organizational plans. An excellent approach to community endorsement for guidance activities is through the school administrator, who acts as liason with the social agencies, parents, and leading citizens. The influence of the administrator is great; without his blessing organizational plans for elementary guidance services can hardly be implemented harmoniously.[13]

Because of the central role of the administration in the total educational program, it is unlikely that any school can achieve a strong and effective pupil personnel program without the active and intelligent support of the administration. Guidance services must have personnel, time, money and facilities, if they are to do the job for which they are designed, and it is the administrator who determines to a large extent whether these activities are provided or withheld. As with most group endeavors, these services require skilled and dedicated leadership, and such leadership is most logically found in administration.

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[13] Harold F. Cottingham, Guidance in Elementary Schools (Bloomington, Illinois: McKnight & McKnight Company, 1956), pp. 214-215.

Curriculum Director. The curriculum may be defined as a series of experiences of the child as a result of the school. Experiences are in the form of responses or behavior. The environment, therefore should be sufficiently complex to permit a variety of desirable reactions. Guidance, therefore, assumes its significance in concern for both the environment and the individual who must adjust to it. It is the role of the Curriculum Director to see that the above is interpreted in a manner understandable to school personnel and that this philosophy be put into operation in an effective manner.

It is the responsibility of the Curriculum Director to utilize the services of experienced consultants from the offices of Guidance and Testing Services and those from the State Department of Education. Consultants from these offices are available to offer such services to elementary schools as; assisting in planning and organizing guidance functions; evaluating test results; assisting in-service training of teachers in research and guidance techniques; preparing bulletins, reports, and bibliography concerning research and guidance findings and procedures; assembling, compiling and distributing data for purposes of guidance; and interpreting the guidance program to teachers, parents, lay groups, and at professional meetings.

Principal. Similar responsibility at each school level is that of the principal who organizes a program of guidance, utilizes the services of the guidance counselor, offers help with new techniques through individual interviews with teachers or at faculty conferences, meets with representatives of community agencies and of bureaus within the school system, holds interviews with parents, and extends the school program into the home through parent meetings and other activities.

The elementary principal's role as defined in New Hampshire's Elementary School Guidelines[14] is: to create an atmosphere of warm constructive human relationships among all school personnel; provide leadership in directing, planning and evaluating the guidance program by the entire staff within his school, including the provision of a cumulative record folder for each pupil; initiate an in-service program to aid the teacher and other personnel in understanding their responsibilities for providing guidance services to all children; provide liason between school, home and community in the areas of guidance services; make time available for parent-teacher-counselor conferences as needed; encourage research as an important aspect of the guidance program; encourage articulation between successive school levels; cooperate in the scheduling of a testing program; provide adequate facilities for counselor to carry on private counseling and group conferences in schools when these are not now adequately provided; and establish and maintain a closely coordinated relationship with counselors on individual cases.

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[14] New Hampshire Sub-Committee, "New Hampshire School Guidance Guidelines" (Montpelior, New Hampshire: New Hampshire State Department of Education, July 23, 1964), p. 5. mimeographed.

Essentially, says Robert T. Devries[15], the principal has three major roles in the guidance program: administrative role, supervisory role, and public relations role.

Counselor. Within the framework of a unified guidance program for the elementary schools, there is opportunity for change, for adjustment, for modification, for initiative and for creativity. Each school within the city is unique, as is each teacher, each child and each guidance counselor. A program designed to serve one group is not necessarily appropriate for another.

An observer of a guidance counselor is impressed by the diversity of the problems confronting them, and by the variety, resourcefulness, and flexibility of approaches and activities. One wonders what is the role of the guidance counselor? What are his functions? What are his specific duties? What should be his qualifications?

An elementary school counselor may be defined as a member of the school staff who has been assigned specifically to guidance work and who has had specialized preparation for his services. What is the guidance counselor's role? According to Guidance of Children in Elementary Schools, the New York guide[16] summarizes those services by stating that the counselor is to help the child live easily with himself as well as with other children, and to help him find the most suitable role for himself. By anticipating difficulties and by stepping in to prevent them or to lessen their intensity, the guidance counselor does much to promote mental health. By providing a helping hand to the teacher, he leads her to discover information about the child's personal growth and well-being as well as to the general atmosphere within the classroom. When the situation warrants, the guidance counselor offers help in referring children to suitable outside agencies or to organizations functioning within the Board of Education.

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[15] Robert T. Devries, "The Principal's Responsibilities in the Guidance Program," The National Elementary Principal, April, 1964, p. 47.

The role definition of elementary school counselor must take cognizance of the counselor's relationship with parents and with community agencies to an even greater extent than in secondary schools. Parental involvement in child guidance requires that counselors be thoroughly prepared in a great variety of school, home and school-community relationships.

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[16] Board of Education of the City of New York, Guidance of Children in Elementary Schools, 1960, pp. 34-35.

The functions of a counselor might well vary from school to school. Significant factors might include the pupil population, the school organization and staff, and what the community expects of the school as well as the types of community problems which affect educational services to children.

Within a particular school the elementary school counselor's function will be determined by the need of each child and modified according to the philosophy, goals, and program of that school. It will never achieve standardization. Variation in local school needs, variation in pupil personnel organization, variations in philosophy and purpose will be sufficient to insure some variety.

Irving Ratchick, writing in "Elementary School Guidance" says:

> The one test that must be applied to any function under consideration for the elementary school counselor is: what can the counselor do more effectively than the classroom teacher? The counselor is seen to have three distinct advantages over the classroom teacher. Primarily, he will have time to work with pupils without adhering to a rigid schedule; secondly, he can work with children outside of the formal classroom setting and finally, he may, unlike the teacher, work with a child individually without purloining time from other children to do so.[17]

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[17] Irving Ratchick,"Elementary School Guidance: An Overview (Albany, New York: The State Education Department, 1964), p. 13. (Mimeographed).

The counselor provides assistance to the teacher by compiling information that with interpretation can be used to help the child in school; prepares class studies, frequently initiates and loads the case conference involving the teacher, school administrator, and other members of the team within a school or school system; gives intelligence or aptitude tests and interprets results to parents, pupils, and to new teachers; and does follow-up studies of children who have gone on to the next educational step or who have been placed in special classes.

Duties. The counselor would of necessity have the duties of interpreting the program to the superintendent, to the community, and upon request of the superintendent to the school board so that guidance services will receive proper consideration along with administrative and instructional aspects of the total school program. He would gather facts about the pupil, about his home, family, developmental history, physical and mental health, aptitudes, abilities, achievement needs, and interests. By means of classroom observation, conference, and interview, he aids pupil, parent, and teacher to interpret these facts. This person does not relieve the classroom teacher of the central responsibility of guidance, but helps to analyze and interpret the facts gathered and to plan a therapeutic attack leading to a more desirable adjustment.

According to Richard P. Koeppe[18] in The School Counselor, the counselor spends his time performing services such as: inventory service--studying the child; placement service--providing the connecting link between the present and the next level of education; follow-up services--following up the pupils to evaluate the present program; serving as a consultant to other staff members; research services--coordinating home, school, and community agencies.

The guidance counselor fulfills his duties through contact with those individuals interested in the welfare of the child, his education, his health, and well-being, his vocational training, and his relationship to the community. This involves work with teachers, parents, supervisory personnel of the Board of Education, representatives of community social service agencies, religious organizations and hospitals, as well as with the children themselves.

Personal and Professional Qualifications of Counselor. There is a growing recognition on the part of Congress that opportunities are needed to stimulate the preparation of elementary school counselors. The passage of the 1964 revision of the National Defense Education Act of 1958 now makes possible support for training programs for elementary school counselors as well as support for elementary guidance programs. In addition the American Personnel and Guidance Association has established a Commission on Elementary School Guidance and Counseling. The work of this Commission will involve the active participation of elementary school administrators and teachers as well as authorities in the field of elementary guidance. In almost all states which have developed certification requirements, the counselor must first have been a teacher and had one year of graduate study in the field of guidance.

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[18] Richard P. Koeppe, "The Elementary School Counselor, What Is He," The School Counselor, October, 1964, p.12.

There is probably not a single combination of personal characteristics appropriate for a counselor, but rather many combinations. It may be best to assume that any personality pattern which permits rich and deep relationships with other human beings to develop is the most satisfactory according to Leona Tyler.[19]

The unpublished report of the Committee on Guidance in the Elementary School,[20] which was released in March, 1959, suggests a number of personal and professional qualifications for the elementary school counselor. The counselor needs a depth of understanding in such areas as child development, personality adjustment, theories of counseling, classroom teaching, administration, and similar areas. The counselor must develop specialized skills and techniques in the area of observation and interpretation of behavior; counseling-play therapy; referrals and case records; case conferences; statistics in educational measurements; psychological testing; and organization and administration of guidance services. The counselor must have good personal qualifications as exemplified by scholastic aptitude, depth and variety of interests, ability to work with people, emotional stability, and acceptable personal appearance.

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[19] Leona Tyler, The Work of the Counselor (New York: Appleton-Century-Crofts, 1961), pp. 245-246.

[20] Walter F. Johnson, and others, Pupil Personnel and Guidance Services (New York: McGraw-Hill Book Company, Inc. 1961), pp. 184-185.

A study of the lists of personal traits of the competent counselor reveals emphasis upon those traits which are of prime importance in getting along with people. The counselor, to be successful, must work well with many different groups of persons: children, teachers, administrative officials, parents, and personnel of various agencies.

Much emphasis seems to be placed on selecting the "right kind of person." This person is usually described as stable, mature, a good team member, one who can live with failure (or at lease without measurable daily success) who relates well to pupils, parents, and teachers and can be supportive of teachers and parents. The elementary counselor must also be a person who can organize well and direct himself on a daily, monthly, and yearly basis. It appears now that this guidance worker must at least in the immediate future, be one who works well with quite unrealistically large numbers of pupils and teachers.

Classroom Teacher. Ralph McGill, columnist for The Atlanta Constitution, recently wrote:

> A gradual shift in focus from the high school to the elementary school and from there to the nursery school is in progress in American education. A year ago Dr. Anna Froud said to educators in New York: "What happens in child's early years is more decisive for his development than what happens later."[21]

Guidance functions rest largely in the hands of the person most largely associated with the pupil, his elementary teacher. The teacher is not only a contributing agent, but is also a prime benefactor, next to the child, of course.

Governor Carl Sanders, addressing the Southern States School Boards Association recently said,:

> In order, to make each child a 'star' it will be necessary to place a creative, inspiring and demanding teacher with the child, and to provide them both with the support and the facilities necessary to raise that child to the very highest educational peak that he is capable of attaining. Until we have done this, we cannot say that our drive for educational excellence has been successful.[22]

Can we do less?

The uppermost concern in the elementary school is to develop among teachers an attitude, an understanding, and a purpose which will be manifested differently by each personality--a concept of teaching in which the development of the child is primary. The climate or atmosphere is then present in which teachers have a personal interest and concern for the pupil as an individual. As a result, the teacher's guidance role in working with the counselor becomes one of identification of the child's problem or problems, referral of pupils, and conferences with the counselor in which information is shared and joint planning takes place.

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[21] Ralph McGill, "A Child's Critical Years," The Atlanta Constitution, May 17, 1965, p. 1.

[22] Governor Carl Sanders, Address: Southern States School Boards Association, Jekyl Island, Georgia: The Atlanta Constitution, June 12, 1965, p. 5.

In a more detailed form, the teacher's guidance role and function is described in _Guiding Today's Children_[23] as: observing children's behavior in daily situations; taking part in a systematic program of standardized testing; using a variety of methods to study children individually and in groups; contributing to and using cumulative records for each child; referring children for special study and guidance conference when help is needed.

Elementary school guidance can make its most significant contribution, says Anna R. Meeks,[24] in terms of preventive and mental hygiene aspects of human problems. Since teachers and counselors work in and among pupils--a state of affairs that psychiatrists cannot hope to approach--they are in an excellent position to deal preventively with problems in adjustment and incipient mental illness. It is important to teachers and counselors to be alert to signs of conflict, but it is unwise to attempt to treat symptoms.

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[23] Los Angeles County Superintendent of Schools Office, _Guiding Today's Children_ (Los Angeles, California: California Test Bureau, 1959), p. 236.

[24] Anna R. Meeks, _Guidance in the Elementary School_ (Baltimore, Maryland: Baltimore County Board of Education, September, 1957), pp. 2-3 (Mimeographed).

The teacher may ask, "What are some of these observable symptoms?" According to the publication of the Baltimore County Board of Education, these may include:[25]

EMOTIONAL TONES

Excessive shyness
Timidity
Fearfulness
Phlegmatic disinterested actions
Moody tendencies
Anxiety

SOCIAL RELATIONSHIPS

Lack of friends
Lack of social tendencies
Lacking approval of adults rather than peer group

ACHIEVEMENT

Lack of reading techniques
Wide difference between I. Q. and achievement

PATTERN ALTERATIONS IN

- Personality structure
  - non-conformists
  - withdrawing
  - stealing
  - sudden flare-ups
- Work
  - interests
  - responsibilities

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[25] Ibid., p.2.

PHYSICAL SYMPTOMS

- Asthma
- Chronic headaches
- Undue fatigue
- Marked deficiencies in speech or muscular coordination

OBSERVABLE BEHAVIOR

- Temper tantrums
- Truancy
- Excessive absences
- "Model" child behavior
- Frequent mistakes and accidents
- Nail biting
- Thumb sucking
- Enuresia
- Masturbation

When the teacher detects a symptom that needs further study, he should discuss the child with the counselor. Observations made by the teacher in classwork, on the playground, in the cafeteria, and before and after school hours, may reveal some indications of need for help in making adequate adjustment.

Other School Personnel--Role and Function. Responsibility for guidance services is shared by all members of the school staff who come in contact with the pupil. School systems, because of their needs, size, and interests, may differ in number of personnel involved in guidance.

The visiting teacher, school nurses, doctors, psychologists, social workers, and speech therapists assigned to the schools work closely with the elementary guidance counselor. Conferences are held to provide an exchange of information; advice is both offered and sought; and frequently one specialist can supplement the work of another. Plans may also be formulated to provide more comprehensive service for an individual child. All matters of a confidential nature are communicated in a professional manner.

There should be good lines of communication among all workers and a cooperative effort to provide varied assistance most children with difficulties need. Because the counselor can seek the help of many specialists he is able to provide more adequate help for the child, parent, and teacher.

Community and State Agencies. Guidance of a child cannot be accomplished in the classroom alone. A child's worries may stem from many facts which have their origin outside of the school. Varied help may be needed to meet the child's needs as well as those of his family.

Perhaps the economic need is so great that there is lack of food, clothing, or adequate housing. One child may be in need of medical care or hospitalization; another in need of foster home care. In all these situations the counselor serves as a liason worker between the school and the involved agency, attempting to help the child in whatever way he can.

Each community varies in the services available for its residents. The counselor should not only inventory these agencies but become acquainted with the personnel and refer to them when the need arises.

It is also desirable that the counselor have a good working relationship with community agencies. Since the team approach is to be the method, planning and putting the program into effect, and evaluating, the guidance program should be done by all agencies involved in meeting the guidance needs of its elementary school children.

Members from a community, county, or state may be considered as consultant specialists when by reason of their training, experience, personality, and social relationships, they are befitted to assume certain counseling responsibilities. In many communities this group will include personnel from the Public Health Department, Department of Child and Family Welfare Services, Guidance Clinics, the professions, health and social agencies, churches and religious organizations, service clubs, educational institutions and agencies, and governmental organizations, as well as private clinics and professional persons.

Experienced consultants are available to the counselor and staff from Guidance and Testing Services of the State Department of Education. Coordinators are assigned to each area of the state and are available for assistance in dealing with specific problems. These services include working with schools in determining and recommending materials and supplies; providing leadership and guidelines, for developing and improving basic plans for guidance services; studying means of improving the professional preparation of those who are engaged to carry on programs of guidance; promoting means of in-service training of teachers and counselors, as well as the work of teacher training institutions of guidance; conducting, in cooperation with local authorities group conference for the purpose of improving local programs; providing consultative and evaluative service, and stimulating continuous interest in the guidance program.

An extensive knowledge of all available resources of a community, county, and state (clinical, social, religious, recreational, and educational) should be known by the elementary counselor for the most effective utilization of their services. Listing of these agencies may be secured through the local and state Chambers of Commerce, but it will behoove the counselor to become personally acquainted with the staff and services of each agency to insure the efficiency of the guidance program.

COUNSELING FACILITIES

The problem of where to find adequate office space for counselors faces many administrators. This problem is particularly acute where increasing school enrollments have made it necessary to utilize all available space. Space requirements should be determined in accordance with current program needs, but it is most desirable to have a long-range goal.

In commenting on this phase of the elementary guidance program, Hatch and Stefflre say:

> The many variables to be considered in proposing physical facilities or an ideal budget have tended to keep these items out of professional literature. Another factor that may have contributed to this is the lack of research to support a budgetary hypothesis. Gradually, however, suggestions are appearing in print. Many of the recommendations are in

> the form of a given office arrangement or a rule of thumb to judge costs.[26]

Preconceived detailed plans are likely to stereotype the design of guidance facilities. School staffs are warned that plans which have been designed for one school may not be adapted functionally to the program of guidance in another. Suggestions only can be given and these may be incorporated to whatever extent may be feasible and practical in the physical facilities plan for a given school.

It is advantageous for the counseling facilities to be located near, but separate from the administrative office. Recommended minimum space for counseling is 100 square feet for a school of 250 or less enrollment. This should be adequate for one counselor's office and should be supplemented by a waiting room. As the enrollment increases, additional counseling space should be provided for each 250 students.[27]

The waiting area is provided as a reception and resource material area, and as a place for students and others to wait for their appointment with the counselors. Minimum space should be 12' by 12'. If clerical help is provided, the secretary's desk, chair, and typewriter and file cabinets should be located in this area. An additional 12' by 12' space should be provided for each clerk. This room should be tastefully furnished and decorated. Comfortable chairs, suitable colors, pictures, and the like contribute toward a desirable psychological atmosphere.

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[26] Raymond N. Hatch and Buford Stefflre (Englewood Cliffs; New Jersey: Prentice-Hall, Inc., 1958), pp. 231-232.

[27] State Department of Education, Extracted from "A Guide for Planning and Construction of School Facilities in Georgia" (Atlanta, Georgia: State Department of Education, Division of Administration and Finance, Office of School Plant Services, February, 1961) (Mimeographed).

The counselors' office is the setting for the interview between the counselor and the student. However, at times, other persons are called into conference since the interview is regarded as confidential, there should be every precaution taken for privacy. Suggested office equipment would be the counselor's desk and chair; counselee's chair and at least two additional chairs; a clock; a telephone; a file cabinet for the counselor's materials and confidential records; and a bookcase for counselor's own professional library.

Available also should be a small conference room for case conferences where as many as 10 persons may be present. It also may be used by such professional persons as the visiting teacher, and health and medical services personnel, as well as by the counselor for individual testing or for small group (less than 10) testing. This room should contain a bulletin board, a clock, a storage cabinet, and a file cabinet.

It is desirable to have a multipurpose guidance room which will have many uses depending upon the guidance services and upon the concept of group procedures in guidance which prevails. This room should be about the same size as a regular classroom and its uses may include group testing and in-service training sessions in guidance. It may also be used as an information service center.

Storage space will be necessary for equipment and supplies. This room must provide maximum security for all standardized test materials and student records kept in the counseling area.

The materials that are minimum essentials to any guidance program include cumulative records, standardized tests, library materials for staff use, and any printed forms such as case study forms, transfer forms, and parent conference records.

Three excellent guides which a staff may find exceedingly valuable in the planning for physical facilities and budgetary needs for school guidance services are: Physical Facilities for School Guidance Services;[28] A Guide for Planning and Constructing of School Facilities in Georgia;[29] and Administration of Guidance Services.[30]

BUDGET

Since the organization of guidance programs varies tremendously, any decision of cost must be based upon recommendation and their implementation. Guidance costs in the elementary school are estimated on the basis of:

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[28] U. S. Department of Health, Education, and Welfare, "Physical Facilities for School Guidance Services," Office of Education, Washington, D. C.

[29] State Department of Education, Division of Administration and Finance, Extracted from "A Guide for Planning and Construction of School Facilities in Georgia, Office of School Plant Services, Atlanta, Georgia, Revised, 1961 (Mimeographed).

[30] Raymond N. Hatch and Buford Stefflre, Administration of Guidance Services (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1958), pp. 230-250.

(1) salaries paid to directors, counselors, and clerks

(2) tests and the scoring of tests

(3) research material for the counselor's library and for the staff members

(4) record keeping devices used for guidance services

(5) office space and purchase of equipment

(6) travel allowances

(7) secretarial supplies

The specific information as to the cost of a guidance program is very hard to locate either in a hypothetical or factual context. The range of programs and services has made it very difficult to ascertain cost figure; but the guidance worker needs general guides at least, if he is to fulfill his obligation as a professionally trained individual.

Martinson and Smallenburg, writing in Guidance in Elementary Schools, depict an estimated year's cost of a minimum elementary guidance program and an estimated year's cost of an optimum elementary guidance program.

> "Although these tables are admittedly theoretical, it may provide a basis for estimating guidance costs at the elementary level that is somewhat better than pure guess. The yearly cost per pupil is 6.10 for a total per 1200 pupils and a yearly cost per pupil of 6.94 for a total per 2400 pupils in the minimum elementary guidance programs as estimated in 1958. The estimated year's cost of optimum elementary guidance program for 1200 or

2400 pupils was 18.51 per pupil.[31]

A word of caution is necessary in determining the budget for the elementary schools. The costs of elementary guidance are less than those of the secondary school. Thoughtful persons realize that secondary schools do much with vocational guidance program planning, and with accumulated problems that is not done in elementary guidance.

Schools just beginning an elementary guidance program and desiring a tentative budget in terms of present costs may wish to review the following three budgets. These budgets were actually submitted by a guidance committee contemplating an elementary guidance program.[32] They are to serve, of course, only as a guide.

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[31] Ruth Martinson and Harry Smallenburg, Guidance in Elementary Schools (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., c. 1959), Table 3-1; Table 3-2; pp. 23-24.

[32] Budget submitted by City-wide Guidance Committee to the State Department of Education Pilot Project for the City of Valdosta Public Schools, May, 1965.

SCHOOL A (ONE SCHOOL)

Enrollment 327 pupils

Grades 1-6

Counselor's salary	State salary plus supplement not in excess of that of Visiting Teacher and Curriculum Director.
Secretary (part-time)	$1,000
Testing program	490
Office Equipment and Supplies	500
Travel for counselor to district, state, and national professional meetings	
Miscellaneous	100
	$2,540

SCHOOLS B & C (TWO SCHOOLS)

Enrollment 750 pupils

Grades 1-6

Counselor's salary	State salary plus supplement not to exceed that of Visiting Teacher or Curriculum Director
Secretary (part time)	$1,250
Testing program	1,110
Office Equipment and supplies	500
Travel for counselor to district, state, and national professional meetings	450
Miscellaneous	150
	$3,460

SCHOOLS D, E, F, AND G (FOUR SCHOOLS)

Enrollment 2400 pupils

Grades 1-6

Counselor's salary	State salary plus supplement not to exceed that of Visiting Teacher and Curriculum Director
Secretary's salary (10 months)	$2,500
Office equipment and supplies	500
Testing program	3,600
Travel for counselor to district, state, and national professional meetings	450
Miscellaneous	300
	$7,350

A general approach to costs may be the most effective way to attack the problem. Hatch and Stefflre say that one of the better rules of thumb to judge costs has appeared in a publication by the California State Department of Education.

> A good guidance program can be provided at a cost of about 5 per cent of the total cost of operating the school. Programs of acceptable quality are being operated today at this level of expenditure or lower.[33]

The exact manner in which this is distributed will depend on the services. There should be little question, however, about the major cost which is the counseling service. If it costs 20 times as much for personnel as it does for materials to provide guidance services, it is quite obvious that the counseling service is the most expensive part of the program.

It is the responsibility of the administrative function to select a competent staff, to provide adequate facilities, and to exercise leadership in obtaining a satisfactory budget. All three enable the process to be maintained at its most effective level.

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[33] Raymond N. Hatch and Buford Stefflre, Administration of Guidance Services (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1958), p. 232.

CHAPTER V

EVALUATION

> Everyone favors evaluation, especially if it is done in some aspect of the educational program rather than one's own,

says George E. Hill, Director, Guidance Training Laboratory of Ohio University. He continues:

> The true professional is keenly aware of the need for rigorous evaluation of his work because the professional is characterized by a self-critical attitude and a desire to improve the effectiveness of his efforts.[1]

The central purpose of any evaluation within the educational system is the improvement of the program. The school staff is concerned not only with the needs within the program, say Martinson and Smallenburg,[2] but also with the methods and means for improvements that should be made. If needs are carefully and completely considered by many persons, changes also occur in attitudes and beliefs. The evaluative process then becomes a positive force enabling all personnel to work toward better planning, materials, and procedures in the business of educating children.

A very useful and recent guide to assess those important characteristics of a good guidance program both at the local and state level is Guidance, Counseling, and Testing Program Evaluation by Frank E. Wellman and Don W. Twiford.[3]

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[1] George E. Hill, "Evaluation of Guidance Services," The Clearing House, January, 1963, Vol. 37, No. 5, p. 275.

[2] Ruth Martinson and Harry Smallenburg, Guidance in Elementary Schools (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1958), p. 276.

Evaluation should be based upon definite objectives. Not only must there be objectives but these must be specifically defined as outcomes which can be identified, measured, and evaluated. Criteria should be developed cooperatively within the school or system and the process should be long-range and continuous. Methods used should be flexible and adapted to the problem and to the stage of progress. Many means of evaluation should be utilized to insure completeness. In some instances questionnaires may be used; in others, committee or group discussions may be best. Schools may wish to use observations, individual case study data, sociometry, interviews, attitude surveys, tape recordings, etc. The scope of the evaluative process should be planned carefully.

There should be no indecision, no floundering, when some teacher or layman asks, "What does an elementary guidance program accomplish?"

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[3] Frank E. Wellman and Don W. Twiford, Guidance, Counseling, and Testing Program Evaluation, Washington, D. C., United States Department of Health, Education, and Welfare, 1961.

SUMMARY

It is crucial that elementary guidance programs avoid being solely promoted by school counselors and counselor educators. Such programs must evolve and prove their worth to administrators, members of the Board of Education, teachers, pupils. parents, and to the public. The inauguration of any new program in the public schools presupposes that considerable deliberation, exploration of demonstrative need and planning has taken place.

It is conceivable that the far-reaching advantages and the resulting impact of guidance in the elementary school has not begun to be realized. Experimental research on guidance at this level is lacking. Does this not offer a challenge to any school system and staff contemplating such a program of services?

The guidelines offered in this manual are tentative and should be applied in an atmosphere which encourages inquiry and experimentation. Consider the needs of your own system a primary factor and include long-range plans. The development of the elementary guidance program allows for a high level of creative thinking and evaluation on the part of the school personnel.

What can we expect in 1975? Certainly an organized program of guidance in most elementary schools, with at least one fully qualified counselor. There will be emphasis upon prevention of problems through attention to the developmental needs of all children. There will be a team of specialists to support the school's guidance program and all guidance services will be coordinated for maximum efficiency. Then we will really be working toward the goal: Adequate Coverage of the Needs of Every Child.

CREATION

Definitions trussed me up
I planned within a circle
Until some creative thrust
Forced me to work beyond them.[1]

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[1] Clyde Shelly, "How Can We Organize Elementary School Guidance" (New Hampshire: New Hampshire State Department of Education, July 16, 1963), p.8 (Mimeographed.)

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